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ALBERTA BUDGET TOPS \$414,000,000

HON. E.W. HINMAN'S NINTH YEAR

MUNICIPAL SHARE INCREASED

Expenditures on public services during the 1964-65 fiscal year will amount to \$414,489,844, according to the Budget address delivered by Hon. E.W. Hinman, Provincial Treasurer, on February 28. It was the ninth time that Mr. Hinman moved that the Speaker "do now leave the Chair and that this Assembly resolve itself into a Committee of Supply for the consideration of the sums to be granted to Her Majesty for the fiscal year ending March 31, 1965."

The traditional motion introduces the Budget Speech which outlines conditions in all phases of Alberta's economy and summarizes the revenues expected and expenditures proposed for the following fiscal year. Copies of the "Estimates", a separate booklet containing financial details for each department of government, are distributed to members usually while the Budget Speech is being delivered.

In his 1964-65 address, Mr. Hinman proposed no new taxes. Rates for requisitioning local authorities for their share of school and hospital costs have been reduced to 26 and 4 mills respectively from the former 32 and 4 mill rates. However, with the changed basis of equalized assessments for Alberta municipalities, it is anticipated the general tax load will show a small increase.

Unconditional sharing in provincial revenues under terms of The Municipalities' Assistance Act shows an increase in the Budget. After six years during which it was \$15,000,000 annually, the appropriation for this purpose will be raised to \$16,500,000 for 1964-65.

Mr. Hinman has served as Alberta's Provincial Treasurer since August 2, 1955. In his first Budget Speech in 1956 he estimated Alberta's total expenditures (including nearly \$50,000,000 in loans) at \$242,421,585 and at the time observed this represented "an expenditure of approximately \$227.41 for each and every citizen of the Province." The current budget shows expenditures of approximately \$287 per capita or an increase of \$60 over the 1956 figure. ●

ST. PAUL and BONNYVILLE DISTRICTS . . .

URBAN GROWTH UNDER STUDY

A comprehensive study of social and economic growth with special attention to urban centres is now being conducted in the Bonnyville and St. Paul districts of Alberta according to Noel Dant, Provincial Planning Director. He said it is anticipated the survey will take a year and one half to two years to complete.

Research in the designated areas will include efforts to determine why certain urban centres develop at the expense of others which as a result may remain static or may actually go downhill. Efforts will also be made to remedy local deterioration where warranted and to provide growth guides for selected urban centres where current trends are discovered to be natural or evolutionary. In order to ascertain the principles involved, study will be made of such factors as location, labor pools, population composition and earning power as well as physical features of the centres and the surrounding rural areas.

Mr. Dant indicated St. Paul and Bonnyville districts were chosen for the initial study because they were considered to be fairly typical of growth trends whose causes are to be determined. He said should the survey and its results prove beneficial other areas in the Province would likely be chosen for similar studies. ●



OPENING SCENE - Hon. Arthur Dixon, newly-elected Speaker of the House, expresses appreciation of honor and pays tribute to predecessor, the late Hon. Peter Dawson, before members of Alberta's 15th Legislature as Sergeant-at-Arms James Reed and page boys stand by. The jewelled mace held by Mr. Reed was presented to the Province in 1956 by the Alberta Civil Service Association.

o Alberta Government Photo

* * *
SPEECH FROM THE THRONE:

FIRST MAJOR DEBATE CLOSES

Debate on the Speech from the Throne motion closed February 28 with summarizing comments by Randolph H. McKinnon, member for Strathcona West, just eleven sitting days after he moved its adoption. The motion thanked the Lieutenant Governor "for the gracious speech Your Honour has been pleased to address to us."

The Speech from the Throne outlining the legislative program of the Government for the ensuing fiscal year was read February 13 by Lieutenant Governor J. Percy Page at the opening of the first session of Alberta's 15th Legislature. Adoption of Mr. McKinnon's motion showed general approval of the proposed program and cleared the way for the Budget Speech, which in turn opened the second round of debate.

The Address in reply to the Speech from the Throne was moved by Mr. McKinnon and seconded by Roy L. Davidson, newly-elected member for Three Hills, on February 14. Some 46 speeches were made during the debate which followed. ●

ON BEING ELECTED SPEAKER

Mr. Dawson in his 27 years as Speaker of this Assembly earned the respect of every Honourable Member of this House, his long and dedicated service over the years established a record unequalled in our nation and Commonwealth. I can pay no greater tribute to his memory than to endeavor to fulfill the duties of this office to the best of my ability.

o Hon. Arthur J. Dixon

THE

SECOND

PAGE . . .

WHICH AM I?

I watched them tear a building down
A gang of men in a busy town
With a ho-heave-ho and a lusty yell,
They swung a beam and the side wall fell.
I asked the foreman "Are these men skilled,
And men you'd hire if you had to build?"
He gave a laugh and said, "No, indeed.
Just common labor is all I need.
I can easily wreck in a day or two
What builders have taken a year to do."

I thought to myself as I went my way,
"Which of these roles have I tried to play?
Am I a builder who works with care,
Measuring life with the rules and square;
Am I shaping my deeds to a well-made plan,
Patiently doing the best I can,
Or am I a wrecker who walks the town,
Content with the labor of tearing down?"

o The Maine Townsman
from a Sample Book published by IIMC,
Chicago

CIVIC CELEBRATIONS

You may recall last month we listed Alberta towns and villages which in 1964 reach their 50th anniversary and so have very good reason to hold a celebration this year. Our intention this month is to follow up with a list of those urban centres which have accomplished 60 years as self-governing municipalities, bearing in mind that a diamond jubilee calls for a really big show.

Before doing so, however, it seems only logical to wonder why not an annual celebration . . . something of a birthday party. We understand St. Albert has been doing just that for some time but may have to pass this year because of financial difficulties encountered last year. It seems the party fell on a rainy day . . . a singular coincidence for 1963 . . . and funds were spent that couldn't be recovered. Inasmuch as this will be St. Albert's 103rd anniversary (as a mission settlement) it would be a pity if the festivities are not carried on as usual this year.

We venture to suggest most people like the idea of civic celebrations. We believe they're good for a town; and since a town is people, ergo, the right kind of celebrations must be good for people. All of which applies to smaller centres also.

As the term implies, civic celebrations set the stage for achieving something as a group. There will (or should) be generated an unmistakable feeling of accomplishment, participation and pride. Public initiative and private enterprise should be stimulated and what is more practical, a celebration might even encourage visiting tourists and (if you want them) permanent residents. Certainly not least, such an undertaking should give the youngsters something to look forward to . . . and remember.

The use of public funds for local entertainment purposes might not be universally acclaimed. Nevertheless, there's a section of The Town and Village Act which enables local councils to authorize payment up to forty cents per capita " . . . of expenses incurred in respect of matters pertaining to or affecting the interests of the town or village." With local groups arranging perhaps a sports day, a ball tournament or a talent show, the program might be planned so as to include an open house at the municipal office, complete with a birthday cake for hungry visitors. At very little expense. Even if it does rain.

But we were going to list urban centres in Alberta which in 1964 reach the sixtieth year of a stage in their development. Here, then, are the municipal changes of 1904:

January 11: Coleman became a village . . . going on to town status on September 10, 1910. February 22: Lille granted village status. (A small mystery here. Lille, an early mining centre north of Frank, left no record of its later dissolution. Or for that matter,

little of its being). May 4: Penhold organized as a village. June 1: Okotoks incorporated a town. June 17: Bowden and Blackfalds both became villages on this day. July 1: Fort Saskatchewan granted town status. July 12: Leavings organized as a village . . . with the name being changed to Granum (meaning grain) on October 1, 1907, and going on to town status November 7, 1910. (The original name is said to refer to the fact that the village was located close to where the Macleod Trail left Willow Creek). August 5: Village of Cayley is incorporated. September 1: St. Albert first granted town status. October 8: By Act of the Legislature Edmonton became a city on this date. October 15: Ponoka designated a town. November 21: Rosenroll . . . since December 16, 1911, Bittern Lake . . . incorporated as a village.

FIRST OR NOT, A FINE THING

This statement is, of course, subject to confirmation or correction, but we are quite sure that Mrs. E. R. Jepson of Bellevue is the first woman to head the administration of an urban municipality in Alberta.

We congratulate her, and we congratulate equally her fellow citizens.

This Province was once a leader in admitting and encouraging its women to the full exercise of citizenship. But in latter years the early momentum has been lost, so that it is still a comparatively rare thing for a woman to attain (or even to seek) high civic office.

Yet every one who does so has made a contribution to the redress of the imbalance, all the more significant because the imbalance is still so great.

We wish Mrs. Jepson every success. But we hope, even more fervently, that her accession to office will prove an inspiring example to many others of her sex.

o Lethbridge Herald

o Arnold Edinborough's

ADVICE FOR THE PLANNING PROFESSION

So, apart from the rundown downtowns, the polluted rivers, the smutty air, the crowded street, and the depressed industries -- what do planners face?

First: hostility to a plan of any kind which deviated from that which will make the most money for the owner in the least time. Second: ridicule of planners as Utopian dreamers who will cost the taxpayers money. Third: the apathy of the people themselves who will always let George do it, without knowing that George is the man who owns the lands or buildings in question and got onto council to look after his interest not theirs. Fourth: perhaps the most difficult -- the firm conviction on the part of most Canadians that they know what is best for themselves even if they have given the matter in question no thought, no time and no attention until they read about it in the local newspaper.

* * * *

Only planning can achieve the balance we need. Only responsible and integrated land use can possibly keep our economy in good competitive shape. Only you can zone, plan and thus preserve those riches still left to us in this still fabulously wealthy country.

(To Page 8) -

THIS MONTH

STEPS TOWARDS TAX REFORM

By J.M. McKay, President, AAMD3

NURSING HOME CARE IN ALBERTA

From The Final Report of The Custodial Care Study Committee .4

Secretary's Calendar For April6

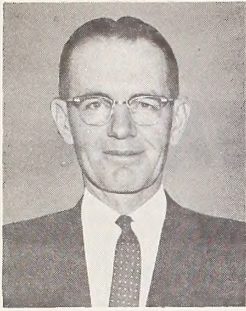
Long in the Service: R.H. (Bob) HUME8

According to the Act: A. HAWKINS, Secretary-Treasurer,
County of Strathcona No. 208

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The Alberta Municipal Counsellor
Department of Municipal Affairs
Edmonton, Alberta



- "PERHAPS THE TIME HAS COME WHEN ALL EXEMPTIONS SHOULD BE ELIMINATED."

STEPS TOWARDS TAX REFORM

BY J. M. MCKAY, PRESIDENT,
ALBERTA ASSOCIATION OF M.D.'S & COUNTIES

AN ADDRESS DELIVERED DURING THE AGRICULTURAL SEMINAR AT RED DEER

It must be recognized that there are many disturbing features within municipal taxation today . . . any one of which might justify a full discussion by itself . . . but in this paper I propose to give only a general overview of these problems with some suggestions for improvement. To understand properly the problems of municipal taxation that we currently face, it seems necessary briefly to review the major developments in Alberta's past.

With the arrival of the homesteaders and the subsequent need for roads, schools and even hospitals it became apparent immediately that some sort of municipal revenue was required. As practically all of these people were associated in some way or another with the land, it was only natural that land should become the assessment base to provide these services. In other words, we had a Province of farms and ranches with their dependent businesses and industries. As most business and industry was confined to urban areas it was a natural decision of urban governments to extend the assessment base to include improvements. With few exceptions, this policy of assessing land only in rural areas and land and improvements in urban areas, remained static until oil was discovered at Leduc in 1947.

RAPID TRANSFORMATION:

After this important discovery and subsequent discoveries in other parts of the Province a rapid transformation began to take place in the industrial picture of Alberta. With the arrival of the primary industry and its secondary industries came the labor force and its demands upon local government services. These demands were almost instantaneous and required new schools, hospitals and roads. To meet the cost of these services, assessments had to be placed upon the industries themselves. The land was not an adequate tax base so an assessment was placed against the land, the buildings and even the machinery and the equipment.

This assessment and taxation of industry precipitated a number of undesirable developments:

- (1) There was unfair competition to have industry locate in a municipal area.
- (2) There was a tendency for industry to centralize due to tax advantages rather than to decentralize which was economically and socially desirable.
- (3) There was unfair competition within industry itself which was brought about by widely divergent tax rates.
- (4) Industry considered that the tax levy on its machinery and equipment was and would always be discriminatory.

Carl Goldenberg, the Montreal lawyer and economist, strongly advised the removal of heavy industries from municipal taxation and placing them on a provincial tax roll with the entire revenue from the tax to be distributed by the provincial government among the municipalities on the basis of an acceptable formula.

As many of you will remember, an attempt was made to establish such an industrial tax when Bill 95 was placed before our legislature a few years ago. However, this Bill was withdrawn when it became apparent that a major problem existed in defining what industries should come under the provisions of the Act. I am convinced that there was considerable merit in this piece of legislation as it would have given greater uniformity within industrial assessment and taxation with the sharing of the benefits of industrialization by all the municipalities entitled thereto.

In the legislative session following the withdrawal of the industrial tax proposal our Provincial Government saw fit to implement the School Foundation Program. This legislation was designed along lines similar to the Hospital Co-Insurance Act. For these two foundation programs the Provincial Government levied 32 mills and 4 mills respectively against all assessable properties based on an equalized assessment. This money is supplemented with money from the general revenues of the Province and returned to the school and hospital authorities in accordance with pre-established formulas.

The objectives of these programs are:

- (1) To provide a broader and more equitable basis of assessment and taxation for school and hospital purposes.

- (2) To provide a fairer and more uniform basis of assessment and taxation for heavy industry no matter where it might locate in the Province.
- (3) To obtain additional tax revenues from the assessment and taxation of pipe lines and power lines.
- (4) To provide a greater stability of school and hospital mill rates.
- (5) To provide a greater measure of control over accelerating school and hospital costs.
- (6) To equalize financial support for health and education costs throughout the Province.

In the words of the Honorable Minister of Education the School Foundation Program was not intended:

- (1) To provide general relief in local taxation for school purposes.
- (2) That a greater financial support for education should come from the general revenues of the Province.

UNTOUCHED PROBLEMS:

I am convinced that these were sound and objective pieces of legislation and have largely achieved the purposes for which they were designed but they still leave untouched many of the problems which are irritating to farmers and property owners in general.

Might I be permitted to list some of these:

- (1) The real property tax, which has been the cause of general dissatisfaction for many years, continues to rise with no end in sight.
- (2) Although the money coming from the Provincial Government continues to increase, the property owner is being called upon to pay as large a share as ever toward the cost of public services.
- (3) As the property tax is not based on the ability to pay, it can and does inflict hardship upon industrial taxpayers with low incomes.
- (4) As there are certain properties exempted by provincial statutes from assessment and taxation, a greater burden is placed upon the remaining taxable property owners.
- (5) More and more local services are being designed to assist persons without regard to the amount of property owned.

When one glances into the future, certain developments can be ascertained which will undoubtedly increase the burden on the property owner unless some action is taken to broaden the tax base.

- (1) There is a strong demand for better local services with respect to:
 - (a) Roads of a higher standard which must be designed and built to meet requirements of today's high speed traffic.
 - (b) A standard of education that will assure equality of opportunity to our young people at a level that is second to none.
 - (c) Health and welfare services designed so that no person will go without adequate medical care or needed social assistance.
- (2) More and more of these services are coming to have a wider than local aspect. Perhaps good examples of this are our new Vocational Training Schools and Junior Colleges.
- (3) The financial position of the municipalities and counties is strong but not expanding as rapidly as are the revenues of our federal and provincial counterparts. Over the period of 1930 - 1955 municipal revenues in Canada have approximately doubled while those of provincial governments have increased approximately eight fold.
- (4) We cannot expect that the lush revenues from (To Page 6)

TERMS of REFERENCE

"In this paper I shall attempt to adhere to the spirit of the seminar by confining my remarks to taxation policies now in existence coupled with a few suggestions for alternate courses of action in Alberta and within the rural areas in particular."

o J. M. McKay

A PROGRAM FOR NURSING HOME CARE IN ALBERTA

FROM THE FINAL REPORT OF THE CUSTODIAL CARE STUDY COMMITTEE

CHAPTER 1 - ELIGIBILITY

Recommendations

1. The benefits under the nursing home plan shall be made available within the Province to all residents of Alberta who require a combination of domiciliary and personal need care determined by a medical and sociological assessment committee.
2. An eligible resident shall be a person who:
 - (a) has established his or her home in Alberta;
 - (b) is ordinarily present in Alberta;
 - (c) has spent at least one year of continuous residence within the preceding two years within the Province prior to eligibility;
 - (d) is not the responsibility of the Department of Public Welfare, Department of Veterans Affairs, Workmen's Compensation Board or the Indian and Northern Health Services Department of National Health and Welfare;
 - (e) is not covered under any other legislation or statute.

Principles Underlying Recommendations - Eligibility

In the development of a program for nursing home care one of the first considerations was the type of service which was envisaged in the program. In examining this, the Committee found it necessary to accept the principle that the care involved in the nursing home plan should be comprised of domiciliary care and personal need care. The realization that both of these types of care were also present in hospital care made it necessary clearly to understand the additional care which is required by patients in hospital. This was labelled as professional medical and professional nursing care.

In our examination of the senior citizens lodges it was clearly indicated that one of the criteria of eligibility for admission to senior citizens lodges was that the individual must be able to take care of his own personal needs. Any person who was not eligible for admission to senior citizens lodges because of the degree of care required, but who did not require professional medical and professional nursing care, would be eligible for admission under the nursing home plan.

Personal need care means the requirements of an individual with respect to such aspects as personal cleanliness, mobility, safety, feeding, dressing and supervision.

In considering the eligibility of a resident for approval under the plan the basic principle was applied that where the individual had coverage for this type of care from some other provincial or federal government source, they would not be eligible for payment by the provincial government but would still be eligible for admission.

In establishing the meaning of the term "resident" the Committee considered that this should be in line with similar requirements in other legislation with the exception of The Alberta Hospitals Act. The recommendation in respect to the interpretation of a resident has been designed to prevent abuse by persons coming into the Province merely to gain the benefits of the plan at the expense of the Alberta taxpayer.

With the establishment of a nursing home care plan, the missing link in the chain of care ranging from the senior citizens lodges providing domiciliary care, to the nursing home providing domiciliary and personal need care, to the hospital providing domiciliary, personal need, professional medical and professional nursing care, would be forged. The provision of this link would enable the effective development of the desired type of care in the appropriate facility and the proper utilization of beds. The basic principle underlying the segregation is that the patient would be directed to the facility for the type of care required and that this care could be developed more effectively through the principle of standardization.

In considering eligibility and the principle that the individual should be eligible for the type of care which he needs, it has been recommended that the assessment of the patient should be made by an assessment committee comprising medical and social service representatives, as both are necessary for proper assessment.

CHAPTER 2 - ADMINISTRATION OF THE PLAN

Recommendations

1. That the administration of the nursing home plan shall be placed under the jurisdiction of the Hospitals Division of the Department of Public Health.
2. That the responsibilities of the Province shall include:
 - (a) Approval and contracting with the owners or operators of nursing homes who have received the approval of a nursing home district;
 - (b) Financial operation of the plan to the extent that provincial financial responsibility is entailed;
 - (c) The inspection of approved nursing homes to the extent that it is considered necessary to ascertain that the contracted standards of care are being maintained.
 - (d) Establishment of regulations governing the standards of care, operation and administration under the nursing home plan.
 - (e) The establishment of nursing home districts with boundaries coterminous with those of the Auxiliary Hospital Districts which have been established or which may be established under The Alberta Hospitals Act.
3. Before the activation of a nursing home district, it shall be the collective responsibility of councils of municipalities included in nursing home districts to determine the need for nursing home facilities within the district and to make representation to the Minister.
4. Upon activation of a nursing home district the district board shall be responsible for:
 - (a) The development of a nursing home district program which shall be submitted to the Executive Director of the Hospitals Division for approval;
 - (b) The program shall include:
 - (i) a survey of the need for nursing home care service in the district;
 - (ii) a plan to provide the nursing home facilities to meet the need;
 - (iii) provision for the establishment of medical assessment committee or committees.
5. A nursing home district board shall have the same powers, authorities and responsibilities with respect to nursing homes within the district as provided for a hospital district board in respect to hospitals under The Alberta Hospitals Act and the regulations thereunder.
6. The nursing home district board may own and/or operate a nursing home, or homes, or may approve the ownership and operation under an agreement with voluntary or private interests subject to approval and contract arrangements with the Department of Public Health.

Principles Underlying Recommendations - Administration

In drafting the recommendations for the administration of the plan it was considered advisable to reduce these to the responsibilities applicable to the provincial and local governments.

On the basis that there is a connection between the hospitals and the nursing homes in the provision of care, it was considered advisable that the provincial responsibility for administration of the plan be placed under the jurisdiction of the Hospitals Division of the Department of Public Health. Once the plan is in operation the logical basis of assessment would be that made for admission into active treatment and auxiliary hospitals combined with a consideration of sociological factors. This is from the standpoint that persons who were not eligible for hospital care would, in the majority of cases, require nursing home care. On the other hand it would provide the assurance that persons would be directed to the type of care which they need. In other words, a person requiring auxiliary hospital care would be directed to an auxiliary hospital rather than a nursing home.

The establishment of the need and development of a district nur-

sing home program is assigned to the local level. On the other hand the financial administration of the plan and the exercising of necessary controls on the level of care is assigned to the Department of Public Health.

Since subsidization is recommended as a provincial responsibility it was considered reasonable that the provincial government should be assigned the responsibility of assessing the care for which payment is being made. This enables the provincial government to carry out the trustee responsibility involved in these payments.

The determination of need and the administrative organization attendant thereto has been delegated to the nursing home district. This is based on the principle that the local district has the primary responsibility for ascertaining the need and care of the residents of the district and of maintaining a continuing responsibility to see that the nursing homes operating in the district are meeting the needs of the residents.

CHAPTER 3 - FINANCIAL RESPONSIBILITY UNDER THE PLAN

Recommendations

1. That the payment made to the operator of an approved nursing home shall be on a per patient day basis for approved patients and shall be made jointly by the patient or the patient's agent and the provincial government.
2. That the approved patient's responsibility shall be limited in the case of standard ward accommodation to a maximum amount of \$2.00 per patient day and for private ward accommodation to a maximum of \$5.00 (including the \$2.00 co-insurance for standard ward accommodation). No additional charge shall be made for semi-private (two bed ward) accommodation.
3. That private ward accommodation shall be limited to a maximum of 20% of the total beds in a nursing home.
4. That a nursing home may admit persons who do not qualify under the nursing home plan at rates set by the operator. However, the number of non-eligible patients that may be accommodated in a nursing home at any one time shall not exceed 20% of the beds.
5. Any eligible patients assessed to be in need of nursing home care must be accepted by an approved nursing home if a vacant bed is available in the institution.
6. That government responsibility shall be limited to an amount to be determined which shall not exceed \$4.50 per patient day based on an occupancy factor of 90% with provision for adjustments on the presentation of factual evidence at the close of each two year period.
7. That the municipal government shall not be called upon to make an additional contribution other than that presently required under The Alberta Hospitalization Benefits Plan.
8. The owners of nursing home facilities shall be required to provide the necessary capital financing and assume the financial responsibility for the repayment of borrowings and interest thereon.
9. Where the nursing home facilities are owned by the nursing home district, necessary capital financing may be carried out through the Alberta Municipal Finance Corporation but the nursing home district must assume the financial responsibility for the repayment of the borrowings and interest thereon. A limitation should be placed upon the borrowings from this source at a maximum amount of \$6,000 per bed.

Principles Underlying Recommendations - Financial Responsibility

With the presence of private enterprise in the field of nursing home care it was reasonable to assume that the owners of the facilities should accept a degree of responsibility covering the efficient utilization of the facilities. The adoption of this principle resulted in the recommendation of a payment to the operator of the approved nursing home on the basis of patient utilization. In examining the application of this principle the committee recognized that some responsibility should be taken by the Government. This resulted in the suggestion that the rate of payment should be determined on a 90% occupancy factor. This would allow a degree of flexibility which would conform more closely to the actual conditions entailing the movement of patients in the ordinary course of operation.

As the operation of a nursing home plan will involve the movement of patients between hospitals, nursing homes and senior citizens lodges, the principle was adopted that the patient's share of the cost of accommodation in the nursing home should be similar to that which is imposed in the other institutions. The need for this principle arose from the difficulties which have already been encountered in regard

to the movement of patients from one institution to another where there is variation in the financial responsibility of the patient.

When the present hospitalization plan was implemented the question of the sharing of costs by the respective governments was discussed in some detail. At the time the auxiliary hospital program came into being an assessment was made on the municipalities of an additional mill based on an equalized assessment which was designed to provide at least in part the type of care which is being considered in the nursing home plan. This factor, coupled with the controversy of utilizing property taxation as a means of providing the necessary financial requirements of the plan, underlies the recommendation that the governmental share should be borne by the Provincial Government. If a decision is made the additional contributions are required from the municipalities, the adjustment of the equalized assessment without an adjustment of the rate of 4 mills might adequately take care of the additional municipal contributions, which might be considered to be fair and reasonable.

Where the nursing home is owned by voluntary or private interest the necessary financing should be carried out in the same manner as applies to other private interests operating in the Province. Accordingly recommendations were made for the provision of capital financing and the related responsibilities for the repayment of borrowings and interest thereon. Where the nursing home is provided by municipal authorities they would be able to utilize the present methods established for capital financing which are provided for municipalities through the Alberta Municipal Finance Corporation. In order to maintain this type of borrowing at a reasonable level a limitation was placed on the amount which could be borrowed.

A recommendation limiting the area of private room accommodation both as to numbers and rates to be charged was inserted in line with the basic principle that, if the rate determined for standard ward accommodation is adequate to provide a reasonable rate of return, additional sources of revenue should be limited. Also applicable is the general principle that nursing home care should not be considered an area in which uncontrolled free enterprise should be allowed to operate.

In districts where more than one nursing home exists, one or more operators may tend to accept only those patients who require a minimum of personal care, leaving the more difficult patients to other nursing homes. With a uniform rate or payment, it is deemed necessary that provision be made for control of this type of selection. The minimum size being recommended is considered to afford necessary provision for segregation of patients within the nursing home taking into consideration all aspects of care and sociological factors. However, where a nursing home is established to cater to a specific type of disability, age group, sex, this factor would require consideration in the application of this recommendation.

No reference has been made in the recommendations to the Winter Works Program and the Municipal Development and Loan Act. However, it is strongly urged that non-district nursing homes should take advantage of these programs.

CHAPTER 4 - PRIVATE INTERESTS

Recommendations

1. That municipalities in developing their nursing home program and granting approval should give uniform consideration to all sources of facilities existing or potential taking into consideration all factors involved in the successful operation of the nursing home with special weight to sociological factors conducive to a healthy and happy environment. They should reserve the right to cancel approvals where the person receiving the approval does not proceed with the provision of the facility within a reasonable time from the date the approval is granted. (To Page 7)

The Custodial Care Study Committee, under the chairmanship of J. D. Campbell, Executive Director, Hospitals' Division, Department of Public Health, was set up by order in council dated December 31, 1963, and completed its interim report the following June 30. This appeared in The COUNSELLOR for November, 1963.

On these pages appear the final recommendations of the Committee and something of the philosophy upon which the recommendations are based. They are presented here to allow for greater understanding among municipal people who will be closely involved of the scope and the objectives of what will be recognized as a major development in the field of public health.

It is anticipated legislation embodying many of the above recommendations will be presented to the Legislature during the current session.

STEPS TOWARDS TAX REFORM

(From Page 3)

natural resources pouring into provincial coffers will continue or even remain static for an extended period of time.

I suggest that we must make plans for the future.

BASIS FOR PROGRESS:

It appears that if we are to make any progress toward tax reform we must recognize that a division of responsibility between the Province and the local authority must be clearly defined and allocated.

The Municipal Enquiry Commission in Manitoba, which recently completed its report, recommended that municipalities should be financially responsible for and administer services benefiting property and the province be responsible for services benefiting persons. A very similar recommendation has recently come from The Canadian Tax Foundation.

Should this division of responsibility become acceptable to all concerned I believe we could expect that the municipalities and counties would be responsible for local public works, local drainage, local utilities, local improvements, protection of persons and property and all local services which are a benefit to property owners in general. It might even be argued that the local authorities should be responsible for the capital costs of schools and hospitals within their respective areas as these structures would certainly enhance the value of property in general. The Canadian Tax Foundation has calculated that capital costs comprise about 15% of educational expenditures in Alberta based on 1960 costs.

The Province on the other hand would be responsible for such services as education, health, public welfare, trunk highways, main bridges, conservation projects and all other such services which serve provincial society as a whole.

Undoubtedly the municipalities and counties would be relieved of a considerable portion of the existing property tax. I like to think that a portion of this saving might be used to implement a program of general road improvement in the rural areas of this Province (even to the extent of paving some heavily-travelled local arteries) without incurring heavy indebtedness. The rapid depletion of adequate supplies of gravel in many of our rural areas coupled with the high cost of maintaining gravelled roads will soon force many of our rural administrations into a program of this nature.

In due time it is to be expected that the Province will find it necessary to establish a new source of revenue to meet its increased responsibilities. An income tax, a sales tax, an excise tax on certain goods and services or even a combination of these taxes would provide a logical base for increased provincial revenues.

RELIEF OF PROPERTY OWNER:

I wish to make it clear at this point that I believe the prime objective in the establishment of these new sources of revenue should be to relieve the property owner of some of his burden. However, it naturally follows that if we are to continue to demand increased services the consolidated tax bill must be higher.

I am convinced that such programs as provided for in the School Foundation Act or the Hospital Co-Insurance Act are here to stay. In fact I would prophesy that this type of legislation will become prevalent in other Canadian Provinces. With the arrival of such programs we must give careful scrutiny to our assessment procedures if we are to have fairness and equity in the contributions made by individual property owners. The establishment of an accurate equalized assessment procedure becomes a very responsible and difficult chore with three different assessment bases to be considered, i.e. land only in farm assessments, land and improvements in urban residential assessments and land improvements and machinery and equipment in industrial assessments. To bring these three assessment bases to a common denominator may be an almost impossible task, but does it not seem desirable and reasonable that we should strive toward a common assessment base for all properties within this Province?

ELIMINATION OF EXEMPTIONS:

For some period of time there has been general concern over the problem created by the exemption of farm improvements and other properties from assessment and taxation. These problems are increasing in magnitude and number as our society becomes denser and more complex. The exemption of farm improvements is creating an imbalance within the industry itself so that some agricultural operations are subsidizing the tax bill of other operations. To illustrate my point I might suggest that the operator whose investment is largely in land is subsidizing the operator whose investment is largely in buildings. One might compare the grain farmer to the dairy farmer or feed lot operator. Perhaps the time has come when all exemptions should be elimin-

ated with the possible exception of those properties that perform a direct and not a profit service to society in general. I am inclined to believe that farm property owners would not be quite so vindictive to this proposal if they were given the opportunity to review all the facts involved. Perhaps this could be done at some future meeting such as this one.

In this paper I have tried to point out that there is much to be gained by our keeping an open mind to the problems existing in our taxation structure. I conclude by strongly suggesting that if our business and industrial enterprises, in which agriculture is certainly included, are to remain in a strong and healthy position so they might be competitive within their trading society, they must not continue to be burdened with tax costs from which they receive little or no benefit.

SECRETARY'S CALENDAR

FOR APRIL

Municipal District Act

Within 5 days after the end of each month the secretary-treasurer shall prepare a statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 61(v).

April 30 - Prior to May 1st the reeve or chairman shall produce to council securities given by officials. Sec. 81.

April 30 - A by-law providing a discount of not more than 6% or repealing or amending same, not effective unless passed prior to May 1st. Sec. 350.

Auditor shall forward financial statement to Minister as soon as possible. Sec. 68(5).

Preparation of estimates as soon as practicable each year. Sec. 331.

Town and Village Act

Within 15 days after the end of each month the secretary-treasurer shall prepare a statement of monies received and their disposition, submit to council at next meeting and enter a copy in the minutes. Sec. 67(r).

April 1 - Council shall, by resolution passed not later than this day, appoint an assessor or requisition the Chief Provincial Assessor to appoint an assessor. Sec. 71.

April 1 - Appoint an auditor on or before this date and advise the Minister of this appointment. Sec. 73.

April 30 - A by-law providing for a discount of not more than 10% or repealing or amending same, not effective unless passed prior to May 1st. Sec. 374.

April 30 - Prior to May 1st the mayor shall produce to council securities given by officials. Sec. 66(4).

Auditor shall forward financial statement to Minister as soon as possible. Sec. 76(4).

Preparation of estimates as soon as practicable each year. Sec. 353.

Assessment Act, 1960

April 1 - Court of Revision must be completed within 90 days of Jan. 1st. Sec. 43.

April 30 - Business tax by-law passed prior to May 1st if applicable and by-laws amending the business tax shall be passed prior to May 1st unless extension is approved by the Chief Provincial Assessor. Sec. 62 and 63.

Tax Recovery Act

April 1 - Tax arrears list submitted before this date. Sec. 4.

April 1 - Every parcel with a subsisting tax recovery notification shall be offered for sale not less than 1 year but within 3 years from April 1st of the year in which tax notification is registered. Sec. 9.

Alberta Hospitals Act

April 1 - Mail certificate of equalized assessment to Municipal Hospital authorities on or before this date. Sec. 14.

A PROGRAM FOR NURSING HOME CARE (From Page 5)

2. That change of ownership shall automatically cancel an existing contract and the new owner must make a new application on the approval of the nursing home district.

Principles Underlying Recommendations - Private Interests

The Committee considered that each of the various types of ownership presented certain potential advantages which the other might not present to the same degree. Where a limitation, at least at the outset, is set upon the number of beds for which contracts may be granted, there is need for some provision for ensuring that approvals granted by nursing home districts to the more aggressive prospective nursing home operators does not preclude the development of a nursing home or nursing homes by other organizations whose potential offers greater advantages to the residents of the district who need this type of care. The recommendation envisages that in the development of its initial program the municipality or nursing home district board will invite and consider proposals from all individuals and organizations interested in establishing and operating a nursing home within the district. Likewise, uniform opportunity for consideration should be available where additional nursing homes may be required subsequently. In assessing the potential of an individual or organization as a prospective nursing home operation the following points should be considered:

- (a) Stability from the standpoint of initial financing and continuity of operation;
- (b) Interest in adequately serving the needs of residents of the district and ability to provide efficient management;
- (c) Ability to best meet any special requirements within the district with respect to ethnic, religious, or special disability factors.

Once approval is granted it is desirable that the prospective nursing home operator proceed with the provision of the nursing home facility with a minimum delay or suffer the withdrawal of the approval.

The second recommendation is designed to discourage those who might desire to enter the nursing home field with the objective of selling out once the business has been developed regardless of the suitability of the new owner to operate the nursing home properly. A similar provision was applied to contract nursing homes under the hospitalization plan and appears to have provided the desired degree of control without being unduly restrictive.

CHAPTER 5 - FACILITIES

Recommendations

1. That new nursing homes shall be required to meet the minimum standards of construction laid down by regulations.
2. That certain exemptions from the regulations covering the minimum standards of construction, other than Fire Regulation, may be made for existing facilities by the Hospitals Division.
3. That the provision of approved nursing homes shall follow an orderly development. A limitation shall be placed on the number of nursing home beds approved in a nursing home district during the inaugural period of operation to a maximum of three beds per 1,000 of the population of the district concerned, with subsequent periodic review.

Principles Underlying Recommendations - Facilities

To the extent that facilities are constructed for the purpose of providing acceptable nursing home care it was considered advisable that a recommendation be made requiring minimum standards of construction in approved nursing homes. It was considered that the acceptable standards of nursing care would be adversely affected if these standards were not adopted.

Throughout Alberta facilities do exist which are satisfactory for use in providing a modified standard of nursing home care, but would not without uneconomical expenditures reach the minimum standards which are recommended for new nursing home construction. To facilitate the introduction of the plan and to make use of these facilities temporarily it was recommended that a certain degree of latitude should be extended where these facilities are utilized for this purpose.

On the principle that an orderly development of the nursing home plan is desirable and that the building of excess nursing home beds beyond the need is not desirable, it was considered necessary by the Committee to recommend a limitation on the maximum beds approved at any stage of the plan.

CHAPTER 6 - LEVEL OF NURSING HOME CARE

Recommendations

1. That the level of nursing home care provided under contract shall

WINE and ROSES

They are not long, the days of wine and roses:
Out of a misty dream
Our path emerges for awhile, then closes
Within a dream.

o Ernest Dowson

be such as to assure to the persons receiving the care full consideration of the patient's physical, mental and sociological requirements reflected in a healthy and happy environment.

2. That provision should be made by the nursing home operator in the interest of preventative medical care that the patients are provided either individually or collectively with ready access to medical services at regular intervals.
3. That a registered nurse should be employed on a full time basis and be responsible for overall supervision of patient care.
4. That the persons receiving care in a nursing home under contract shall be provided with the necessary level of physiotherapy, occupational therapy and dietary therapy, to enable them to be maintained at a stable level of mobility particularly where this level has been established in an active or auxiliary hospital.
5. That the nursing home shall provide for the patients' routine drugs and medical supplies and dressings.

Principles Underlying Recommendations - Level of Nursing Home Care

Much concern was expressed in the briefs submitted to the Committee as to the type of care which would be needed in a nursing home. Taking the general principle that an excessive rate of financial return was not commensurate with care provided by the plan, it was considered proper to set out clearly in the recommendations the requirements that the care should meet the physical, mental and sociological requirements of the patient and this should not be jeopardized by financial gain.

Since the persons receiving the care provided in the approved nursing home will be normally in the older age brackets suffering from certain physical handicaps and, therefore, more prone to the need for medical care it was considered advisable by the committee that a recommendation to be made requiring the operator of the home to take the necessary steps to assure ready availability of this type of care when, as and if it is needed.

Although it is recommended that persons requiring professional medical and nursing care should be eligible for hospital care, it is recognized that from time to time a minimal amount of professional care will be required by the persons in the nursing home. On the principle that it is not only more economical but more satisfactory from the standpoint of the person receiving the care, it was recommended that the availability of this type of minimal professional care should be assured by the operator of the nursing home.

Following the principle of the necessity of maintaining a required level of care in the operation of the approved nursing home, the recommendation has been made that the matron should be a professional registered nurse who should accept the basic responsibility of assuring that an acceptable level of nursing care is maintained as required under the contract.

Since the activities of the auxiliary and active treatment hospitals are designed to provide rehabilitation and reactivation of the patient up to a stabilized level and since it is recognized that there is a distinct need for the maintenance of the stabilized level obtained, whether it be physiotherapy or dietary, the recommendation covering this was considered necessary.

CHAPTER 7 - HOME CARE

Recommendations

That, initially, provision of nursing home care under contract in the patient's own home or in a foster home on a subsidized basis should be limited to one or two pilot projects. Pilot projects should be implemented once the plan has come under full operation and the decision as to implementation throughout the Province should be determined on the basis of the results of these projects.

Principles Underlying Recommendations - Home Care

The Committee has accepted the premise that if persons who require assistance with personal care functions may receive it more economically and more satisfactorily in their own or foster homes than in an institution, they should be included under the proposed program. However, the Committee, on available information, questions whether the satisfactory nature of benefits and the economical aspects of home

(To Page 8)



LONG IN THE SERVICE

When electors of the City of Camrose went to the polls last October they had to choose a new mayor. R. H. (Bob) Hume, who had filled the mayoralty chair for 18 1/2 years, had retired. That's a long time in office, but before his election as mayor, Mr. Hume had six full years of experience on council. And it was six years before that he had begun his work on the Camrose Library Board. Former Mayor Hume's service to his community goes back at least to 1933, giving him an enviable record of more than 30 years in public life.

Mr. Hume's tenure of office was notable in many respects. He was never defeated in his bid for election and in fact rarely had to contest an election. At his retirement he had served for ten years on the executive of the Canadian Federation of Mayors and Municipalities and during the period had attended all but one of their annual conventions at his personal expense.

Mr. Hume came to Camrose after serving in World War One. He was elected to the council in 1939 and was named mayor in 1945.

One of his first acts as mayor was to carry out, with the Federal Government, negotiations which later proved of great benefit to the City of Camrose. As a result, arrangements were made for the transfer of the Camrose Exhibition Grounds and buildings from the Department of National Defence to the City, following the use of the property as a training base during the Second World War. At the time that the new Federal Building was proposed, Mr. Hume was instrumental in negotiating an exchange of city-owned land and a moderate amount of cash for the former Post Office Building, later used as Camrose's City Hall.

Both these transactions were consummated as a result of much personal time and sacrifice on Mr. Hume's part and demonstrate his far-sighted approach to the affairs of his city.

Always an avid reader, Mr. Hume was naturally interested in the community library and served for thirty years on library boards in this centre. When the Treasury Branch decided to move, he negotiated purchase of their former building which still serves as library.

Mr. Hume is proud of his negotiations with Calgary Power for a new water supply, and during his tenure of office he saw many new developments both industrial and residential. When he first took office, population of Camrose was 2,200. He saw it jump from 4,500 at war's end to almost 7,500 at the time of his retirement.

To residents of Camrose he was a familiar figure walking through all parts of the city taking careful note of things requiring attention. It is said he was as careful with the City's money as he was with his own, always striving to see that full value was obtained for every dollar spent.

ADVICE FOR THE PLANNING PROFESSION (From Page 2)

And you must tell your story constantly -- to the hostile, the jeerers, to the apathetic and to the barrack room lawyer who says he knows his rights, but wouldn't recognize one if he met it in broad daylight with a label on.

By cajoling, by persuading, by sheer determination it is up to you to see that our downtown areas are kept free from being strangled by the automobile; that our suburbs are consolidated and integrated before they swallow up more land and demand more miles of service and sewer pipe; that our agricultural land is kept for producing the food our growing population will need; that our resort areas and parks are kept and added to, to provide the place for recreation which a shorter working week under pressure is going to make necessary.

But only a dogged determination to stick to your principles, a persistence in seeking publicity, to disseminate information and constancy against all attacks by interested and unprincipled persons and parties will let you get on with the job.

o Community Planning Review



R. H. (BOB) HUME

A PROGRAM FOR NURSING HOME CARE (From Page 7)

care plans would warrant a recommendation of immediate implementation. Representations made to the Committee envisage home care programs which include services other than those to be provided under the nursing home care plan and at a level of intensity which would make provision of these services in the private home more expensive than the estimated cost of care in a nursing home. The Committee considered that the home care aspect should be implemented in our nursing home plan through the media of one or two pilot projects on an experimental basis covering those aspects upon which some doubt exists.

... TO THOSE WITH A SPECIAL INTEREST

ANNUAL REPORTS MAILED

Distribution of the Department's Annual Report for 1962 got underway late in February when Hon. A. J. Hooke, Minister of Municipal Affairs, tabled the requisite number of copies in the Alberta Legislature. Tabling of the Report within fifteen days of the opening session is mandatory under The Department of Municipal Affairs Act.

Compilation and printing of the Report is carried out under the supervision of T. D. Bruce, DMA Statistician. In discussing the latest edition, Mr. Bruce pointed out that although it contains the largest number of pages to date, the information and tables contained in it are the same as those of the previous year. He said the increase in size (from 275 to 291 pages) is due to new village and town formations during the year under review. Major changes had been made in the 1961 Report which had been necessitated by a new form of financial statement requested by the Dominion Bureau of Statistics. The purpose here, Mr. Bruce said, was to secure greater uniformity in municipal statistical reporting from all ten Canadian provinces.

Asked to explain why reports are two years behind the calendar year, Mr. Bruce pointed out they are actually thirteen months past the year to which they refer. Warning to his subject, he said that financial statements now being received relate to 1963 and will be analyzed and consolidated for the 1963 Report which will be tabled in its turn during the 1965 session of the Legislature. He said the task of analyzing and compiling receipts, expenditures, taxes, debenture debt, mill rates and myriad other details covering the affairs of some 357 municipalities takes several months, followed by a still further period of typing, checking and final printing of the Report.

Referring to the distribution of the Report, Mr. Bruce said the mailing list is made up from requests received from libraries, banks and financial houses, business firms and individuals, of whom all have a special interest in the wealth of material contained in the Report. "We get fairly regular request for back issues", Mr. Bruce said, "but while we naturally preserve bound copies dating back to 1912, requests cannot be filled for issues prior to 1950."

QUESTIONS ANSWERED WITHOUT PREJUDICE

ACCORDING TO THE ACT

Q: Do towns or villages lose their autonomy if the school division in which they are located converts to a county?

A: Take this as a question which is frequently asked when a county is formed. The answer is No.



Section 17 (Subsection 1 (a) states that a town or village shall be included in a county for School purposes.

This would not infringe on the municipal autonomy of a town or village and would not materially change the situation that either enjoyed as a part of a school division.

In fact, a town or village may have better representation in a county. In a school division the town or village may have been a part of a subdivision and the representative of the subdivision could have been a resident of the area outside of the limits of the town or village. Section 17 (Subsections 2 and 3) of The County Act makes it clear that the representative of a town and village on the school committee of the county council must be a ratepayer of the town or village concerned.

o A. Hawkins, Secretary-Treasurer,
County of Strathcona No. 20